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Out of Work: A Study of Unemployment. By FRANCES A. KELLOR. New York, G. P. Putnam's Sons, 1915.—xiii, 569 pp.

The initiation both of immediate and long-time programs of constructive action is the primary purpose of this book. Some limitation, therefore, must be set upon so unwieldy a subject as unemployment. So far as practicable, it is treated as a problem of industry, and limited to those who are able and willing to work [page 28].

Setting out with this purpose, the author scans unemployment in America and concludes :

There is still to be set forth for this country an analysis of conditions which will establish indisputably the causes of unemployment [page 30] . . . America has an unemployment problem industrial in its nature. The problem is without definition. . . . There is but little data by which to gauge its character or extent. Its causes are obscure, its remedies inadequate [page 32].

The book then proceeds to a discussion of "Unemployment among Women," "Children and the Labor Market," and "Immigration and Unemployment." This is followed by an excellent little chapter on "How America Markets its Labor," which is introductory to long and detailed descriptions of general labor agencies, intelligence offices, employers' and unions' labor bureaus, philanthropic and public employment offices, and the regulation of private employment agencies. A statement of the experience with emergency measures under the title "What America does for it," and a description of foreign systems of unemployment insurance complete the general discussion of the problem. The concluding chapter presents "A Program for America."

In these chapters there is a mass of material on all manner of subjects. There is no connecting thread of analysis or argument, and it is safe to say that as much space is given to descriptions of labor in employment as out of it. Just why the book was named "Out of Work" is hard to understand. It might with equal fitness have been named "In Work."

The author's purpose as expressed in the first paragraph of this review is nowhere carried out in the book. Instead of a carefully devised program with its various parts knit together into a consistent scheme, a list of more or less related recommendations is presented for adoption by churches, civic bodies, employers, trade unions, municipal governments and state and federal authorities. The program amounts to an enumeration of all the schemes that have been attempted at

various times to relieve unemployment. No serious effort is made to sift out the things that have proved undesirable, and to work into a program only that which has proved its worth by experience.

Nor is the author successful in setting limits to the problem of unemployment which she considers "so unwieldy a subject." The expressed purpose of limiting the discussion to those able and willing to work is lost sight of, and problems of charity, fraud, corruption, peonage, sanitation, housing, and working and living conditions generally, are confusingly considered together with unemployment *per se*, which, it is agreed, is industrial in its nature.

The author deplores the fact that America has never analyzed the causes and factors of unemployment, but makes no consistent attempt herself to do this. There is plenty of material in the book to establish valuable conclusions if it were properly classified and analyzed. The classification is not made, however, and the author is unable to master the details. The book abounds in facts of no particular significance to the problem in hand, such as the details of civil service laws, the operations of a prison association and the domestic problems of housekeepers. The same subject is discussed under different chapter headings, and irrelevant illustrations are extended at length seemingly because the stories themselves are interesting.

The conclusions developed by the book are either negative or they are so general as to be of no particular value. We are told that any solution of unemployment that concerns itself only with men and overlooks women will fail, that the general labor agency is an anti-social organization, that public employment offices have failed to organize the labor market, that American remedies for unemployment have had little or no influence over its causes, and that foreign systems of insurance are not especially adaptable to this country. Then, vocational guidance should be given every possible encouragement, the padrone must go intelligence offices must be made efficient, clean and reliable, business and labor must organize the skilled labor market, uniform state laws and the regulation of interstate labor agencies are needed, and a commission or central committee is needed in every community to work out the problem of supplying work, food and shelter.

As a discussion of woman and child labor, immigration and immigrants in America, employment agencies and other labor problems, the book will be found most interesting. As a contribution to the study of unemployment it has little value.

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